CITY ATTY'S OFFICE
CODE CHANGE REVIEW
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DATE ___/___/___

ORDINANCE NO 04-28

AN ORDINANCE AMENDING THE INTERMODAL TRANSPORTATION PLAN TO INCORPORATE CHANGES MADE TO EXHIBIT A, THE REGIONAL 2025 LONG-RANGE PUBLIC TRANSPORTATION PLAN COMPONENT

WHEREAS, the City's Intermodal Transportation Plan recommends completion of the Regional 2025 Long-Range Public Transportation Plan, and

WHEREAS, public transportation is a key component of the City's overall transportation system, and

WHEREAS, the public transportation component of the Intermodal Transportation Plan is an essential tool in the City's successful development of transit projects and application for Federal transit funding, and

WHEREAS, the revised recommendations in the public transportation component of the Intermodal Transportation Plan were developed after an extensive evaluation of alternatives and a review of and coordination with previous City planning efforts and through the cooperation and contribution of El Paso County and the Pikes Peak Area Council of Governments (PPACG), and represent a significant step in completing the Regional 2025 Long-Range Public Transportation Plan.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF

COLORADO SPRINGS:

Section 1. City Council hereby accepts the changes to the "Recommedations for Public Transportation" portion of Section 7 (The Transit Element) of the Intermodal Transportation Plan as noted in the attached Exhibit A "The Regional 2025 Long-Range Public Transporation Plan Component of the City's Intermodal Transportation Plan", which is made a part of this ordinance, as submitted to and approved by the Citizens' Transportation Advisory Board on November 4, 2003, and by Planning Commission on December 4, 2003.

Section 2. City Council hereby amends the Intermodal Transportation Plan to incorporate the approved changes to the "Recommendations for Public Transportation" portion of the attached Exhibit A, "The Regional 2025 Long-Range Public Transporation Plan Component of the City's Intermodal Transportation Plan".

Section 3. This ordinance shall be in full force and effect from and after its passage and publication as provided by the Charter.

Section 4. Council deems it appropriate that this ordinance be published by title and summary prepared by the City Clerk and that this ordinance shall be available for inspection and acquisition in the Office of the City Clerk.

Introduced, read, passed on first reading and ordered published this 24th day of February, 2004.

Mayor

ATTEST:

Deputy City Clerk

Finally passed, adopted and approved this 9th day of March, 2004.

Mayor

ATTEST:

Deputy City Clerk

I HEREBY CERTIFY, that the foregoing ordinance entitled "**AN ORDINANCE AMENDING THE INTERMODAL TRANSPORTATION PLAN TO INCORPORATE CHANGES MADE TO EXHIBIT A, THE REGIONAL 2025 LONG-RANGE PUBLIC TRANSPORTATION PLAN COMPONENT**" was introduced and read at a regular meeting of the City Council of the City of Colorado Springs, held on February 24, 2004; that said ordinance was passed at a regular meeting of the City Council of said City, held on the 9th day of March, 2004, and that the same was published by title and summary, in accordance with Section 3-80 of Article III of the Charter, in the Daily Transcript, a newspaper published and in general circulation in said City, at least ten days before its passage.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of the City, this 9th day of March, 2004.

City Clerk

INTERMODAL TRANSPORTATION PLAN
SECTION 7: THE TRANSIT ELEMENT

REGIONAL 2025 LONG-RANGE PUBLIC TRANSPORTATION PLAN

The City's Regional 2025 Long-Range Public Transportation Plan represents the goals and objectives for public transportation in the Pikes Peak region. The Public Transportation Plan is a guide for the future development of the transit system. In order to create the plan, data (including demographics, employment, and travel patterns) pertinent to the transit system was collected and analyzed. This data was then used in the development of strategies and recommendations to meet the goals and objectives of the City's Comprehensive Plan, transit system, and community. The recommendations were then reviewed for their financial viability for the City of Colorado Springs transit system.

Planning Horizon
The Public Transportation Plan covers the transit system's development over the next 25 years, thereby giving the Transit Services Division a clear picture of the community's future needs. The federal government requires a 25-year planning horizon for transportation projects in order to match the future needs of the community with projects that solve transportation and transit problems. This allows for comprehensive planning, which leads to a cooperative and continuous implementation of transportation/transit projects that address congestion, air pollution, and safety issues.

Overview of Document
The Public Transportation Plan document is comprised of five sections. The first section includes an introduction and overview. The public comments and concerns collected during the public involvement process are reviewed and categorized in order to find correlation with the public issues. Within this first section, the present and future demographics and travel demand patterns are reviewed to build an understanding of the possible travel demand issues and patterns within the planning horizon.

The second section of the Public Transportation Plan investigates the existing transit system. In order to develop strategies to solve transportation and transit issues, we must have knowledge of the existing assets and facilities in the present system. With this knowledge, we can determine the differences between what we have (as a baseline) and what we need in order to achieve the goals of the plan.

The third section discusses the goals and objectives of the Public Transportation Plan. This section combines public concerns with professional transit knowledge and develops goals to meet transit issues. The goals and objectives of other planning agencies are also considered for continuity.

The fourth section of the Public Transportation Plan explores the feasibility of present and future funding opportunities for the Colorado Springs Transit Services Division needs in order to achieve the goals of the Public Transportation Plan. The first part of this reviews the funding categories that can be used to develop and implement the transit plan. The second part of this

section reviews the transit options that can be developed in order to meet the needs and goals of the plan. A transit plan must be fiscally constrained. This means that future funding should be reasonable. The third part reviews the impacts of the system in terms of environmental justice.

The fifth section is the Short-Range Service Plan for Colorado Springs transit system. The Short-Range Plan details the projects and programs that will be implemented over the next six years. The Short-Range Plan also must be fiscally constrained. Therefore, the plan reviews the cost and revenues that will be used in the development of the plan during the next six years.

The following appendixes are included for reference:
Appendix A – Bibliography of reference materials that was used in the development of this plan.

Appendix B – The Public Comments section itemizes citizens' concerns and comments during the three rounds of public meetings that were held during the course of the planning process.

Appendix C – The Analysis and Evaluation section examines the present and future needs of the community and analyzes the benefits of each transit methodology in meeting these needs. The methods are analyzed based upon the various criteria explained in this section. The top options are then chosen to meet the greatest number of criteria, balanced with the needs of the community. An action plan is developed based upon the different transit methods. This section is not fiscally constraint.

Appendix D – The Glossary defines the transportation planning and urban planning terms that are used throughout the document. This appendix also defines the calculations that are used in the analysis of transit methods.

Appendix E – The Peer Community Study examines peer community transit systems. The purpose is to identify development trends of each peer community over the past 20 years. This is done in order to examine methods that the Colorado Springs system can follow in order to develop the transit system during the next 20 years.

EXISTING TRANSIT SYSTEM AND ALTERNATIVE TRANSPORTATION SERVICES

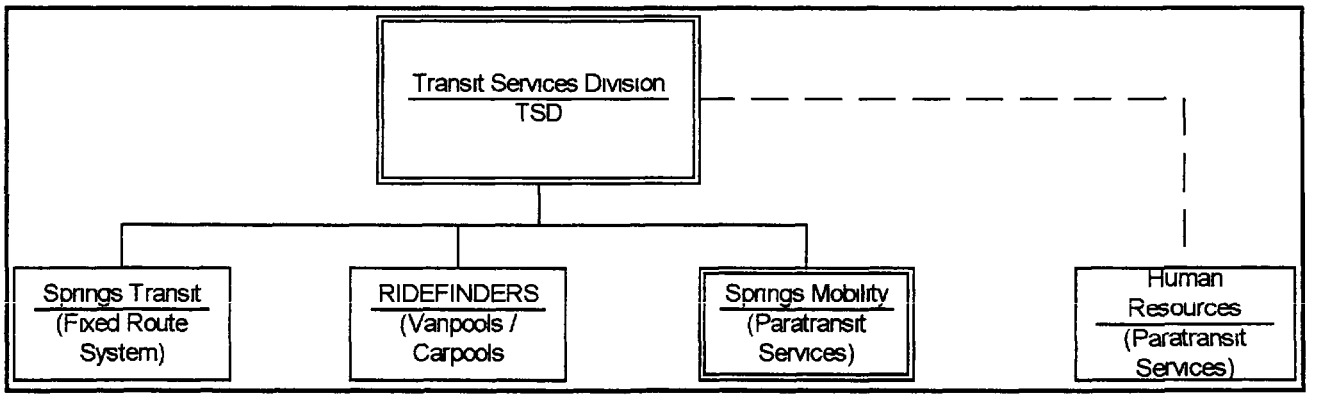
This section examines the existing transit system and the public transportation services that are presently provided throughout the Colorado Springs area (see service area map on page 6). Transportation services in the Colorado Springs area are provided by the City of Colorado Springs and a variety of human service agencies. Intergovernmental Agreements (IGAs) are in place with El Paso County and the Cities of Manitou Springs and Fountain to assist with the funding of the services within each of these jurisdictions.

Current Transit System

The City's current transit system is comprised of Springs Transit, which provides fixed-route service, and Springs Mobility, which provides complimentary Americans with Disabilities Act (ADA) paratransit service. The City also sponsors RIDEFINDERS, the regional rideshare program. The City contributes funding to the operation of three human service transportation

providers: The Resource Exchange, Pikes Peak Partnership (Amblicab) and Silver Key Senior Services. Two other important specialized transportation providers in the region are the Fountain Valley Senior Services and Pikes Peak Mental Health Center.

Chart 1.



Springs Transit has been in operation since the 1960s. In 1973, the City assumed operation of the municipal bus service from a private firm. Springs Transit is currently operated by Laidlaw Inc. via a management contract. The Colorado Springs Public Works Transit Services Division provides management and oversight of this contract. Springs Transit operates the fixed route bus system, providing service within Colorado Springs, Manitou Springs, Fountain, Security, Widefield, and some unincorporated areas of El Paso County.

The transit system primarily serves the transportation needs of transit-dependent individuals who cannot drive or do not have a car. The system serves about three-fourths of the City's land area. The system's main concentration is in the more established sections of the City. Unfortunately, the transit system has not grown since the 1970s. Since being re-evaluated in the last two years, improvements in service have been made, including new routes and evening service. While the City's population has grown 138% over the past 25 years, the transit system's growth has not kept pace. Travel patterns have changed significantly over time in response to development throughout the community. With an increase in suburban types of land use patterns, there is an increasing level of suburban to suburban commuting. The City's transit hub & spoke system does not meet the suburban to suburban commuters' needs. This reduces the effectiveness of the downtown hub & spoke system. This is due to the fact that in the hub & spoke system, the travel patterns of the buses are tailored for urban transportation needs and do not match the travel patterns of the commuter.

Springs Transit has a basic cash fare of $1.25, with a variety of prepaid fare options available. For example, a prepaid punchcard, valid for 22 rides, is available. A zone structure of $0.35 is used, with a $0.35 additional fare for passengers crossing zone boundaries outside the Colorado Springs City limits. Following is a list of the fare categories and corresponding prices:

Basic Fare - ages 12 through 59	$1.25
Child Fare - ages 11 and younger	$.60
Student Fare - ages 12 through high school	$.95
Senior Fare	$.60

Disabled Fare (ADA)	$.60
Monthly Pass	$35.00
Zone Fare	$.35
Transfers	Free
Summer Youth Pass	$50.00
Punchcard - Adult	$25.00
Punchcard - Student	$18.75
Punchcard - Child/ Senior/ Disabled	$12.00
Punchcard - Zone Fare	$6.25

Colorado Springs Alternative Transportation Services

RIDEFINDERS

Staff within the Colorado Springs Public Works Transit Services Division operate RIDEFINDERS. RIDEFINDERS provides carpool matching and vanpooling services. The program has been in existence since 1979. RIDEFINDERS promotes ridesharing, bicycle commuting, school pool, telecommuting, and transit use through visits to employers, media advertising, community activities, and promotional events. Approximately 4,000 calls are received annually. A database of approximately 2,000 clients is maintained.

The RIDEFINDERS program is funded by Congestion Mitigation and Air Quality (CMAQ) Funds, which are awarded by PPACG based upon a competitive grant application. CMAQ funds are provided through the federal transportation funding program enacted by TEA-21. Therefore, performance is an important aspect of the RIDEFINDERS program. RIDEFINDERS has recently installed new software that will allow better monitoring of performance and tracking of the matching results (matching carpoolers). CMAQ funding covers capital, operating, and promotional costs. Details on the present funding and estimated future funding are listed below. The budget amount varies, based upon the number of vans purchased. The trends for RIDEFINDERS budget, new vans, and total vans in fleet are listed in Table 1a. The following information is as of June 2000.

Table 1a. RIDEFINDERS Fleet

		Number	
Year	Budget	New Vans	Total Vans
1997	150,000		0
1998	265,270	4	4
1999	196,580	2	6
2000	273,421	3	9
2001	262,984	2	11
2002	247,206	1	12
2003	250,045		12

Springs Mobility

Springs Mobility ADA paratransit service began in 1993. COACH USA Transit services currently operates Springs Mobility. The Coach USA contract is a service contract, with the Colorado Springs Public Works Transit Services Division providing oversight and direction for this contract. Springs Mobility is a demand-response service for those individuals with mobility needs that prevent them from using the fixed route system (Springs Transit).

The service provides paratransit van access during the same days and hours that Springs Transit operates. The service is provided within a ¾-mile radius of all fixed routes. Customers of Springs Mobility need to be certified as ADA paratransit eligible in order to receive this curb-to-curb service. The demand for paratransit service has risen steadily over the years. The service averaged 1,000 trips per month in 1993 and is now providing 4,600 trips per month.

VISION, GOALS AND OBJECTIVES OF THE PUBLIC TRANSPORTATION SYSTEM

This section of the Public Transportation Plan examines the overall goals and objectives of the plan. By integrating the issues and concerns of the community with the identified goals and objectives of the City and regional planning departments, the Transit Services Division was able to develop goals and objectives that can meet the needs of the community.

Public Comments and Concerns

The public's comments and concerns are described in detail in Section One of this chapter. Following is a summary of the transit comments made during the first phase of the public involvement process of the Long-Range Transportation Plan:

- Explore mass transit within the Colorado Springs metro area
- Create better linkages between the modes of travel and between different parts of the community
- Create more frequent service
- Create faster service

Public Transportation Vision, Goals, and Objectives

With the goals and needs of the community reviewed, the Transit Services Division (TSD) developed the overall vision for the future of transit in Colorado Springs. The vision is to allow the future transit system to move the traveler in a more effective manner and improve the overall quality of life. The following section describes the public transportation vision, system methodology goals, and functional goals for the transit system.

Vision

The vision of the future Public Transportation system in Colorado Springs is that transit will become a fully functional mode of travel in Colorado Springs, providing mobility and connectivity, and thereby easing the impacts of traffic congestion, increasing safety, and improving livability.

System Methodology Goals, Objectives, and Strategies

The vision for the future of Public Transportation in Colorado Springs involves reshaping the transit system. A new transit system needs to be developed which meets the goals and needs of the community (based upon the analysis of the existing transit system and the public's comments). The new transit system would consist of three Tiers. These three Tiers are interconnected at a series of node/multi-modal stations or park and ride lots. The three-Tier system will service all segments of the population and will integrate with the paratransit system so that the needs of riders of paratransit are also met.

The First Tier is the collector system. The collector system collects riders at every bus stop along the route. The bus stops are located every 1/4 to 1/2 mile along the route. The purpose of the collector system is to move riders to the local/regional centers of activities, park and ride lots, and multi-modal stations. At these locations, the riders can access the second and third Tiers of the transit system.

The Second Tier of the new transit system is the express system. With the express system, the buses travel across the metro area at the flow of traffic. The express buses only stop at the multi-modal stations (park and ride lots, community village centers, activity centers) located about 2 to 3 miles apart. The multi-modal stations would be located in the community village centers (mixed land use activity center) and regional activity centers that are a part of the City's Comprehensive Plan (March 2001). Express buses allow the riders to decrease the time it would take to travel across the metro area compared to the travel time of the collector system. The express system would provide the commuters and traditional transit users with efficient options when traveling across the City. Since Tier II buses travel with the flow of traffic, the buses allow the rider to use transit and still have the travel time close to vehicle travel times. Tier II moves riders from suburban areas of the community to activity centers. The Tier II system works in conjunction with Tiers I & III.

The Third Tier of the system is the rapid transit system. The rapid transit system is based on a transit system that includes Bus Rapid Transit (BRT) and/or light rail. Depending upon the technology and cost of construction, monorails could also be utilized in certain places. The vehicles for the rapid transit system would stop at the multi-modal stations (park and ride lots, community village centers, and activity centers). These vehicles would also be separated from the flow of traffic, thereby allowing the trams to travel at greater rates of speed and decreasing the riders' travel times. In addition, the BRT vehicles have a larger rider capacity than the average Springs Transit bus. The rapid transit system could quickly move large numbers of riders across the metro area through congested sections of the City since they are separated from the flow of traffic. A benefit of Tier III is that it can reduce congestion and air pollution. Tier III moves riders from activity center to activity centers. This system can work in conjunction with Tiers I & II.

This vision of the three-tier transit system needs to be developed in stages. First, we develop an effective and efficient base collector system (first Tier). The express system would then be implemented, one to three routes at a time, connecting pairs of multi-modal stations developed throughout the metro area. The rapid transit system would be developed after the express system is completed. Each of the rapid transit system routes will need to be studied in order to

determine the most logical corridors for rapid transit throughout the community. The three Tiers complement each other, but each Tier must be able to effectively function separately.

Functional - Goals, Objectives, and Strategies
Any system must achieve the needs of the community. This part identifies goals, objectives and strategies that will be developed and implemented in order to meet the needs identified by the community. No matter what transit system is in operation within Colorado Springs some portion of the following goals and objectives should be achieved.

The goals and objectives of the transit plan will be utilized to develop criteria for analyzing the various systems developed during the planning process. The following goals and objectives must be developed in order to achieve the overall vision of the plan. All goals and objectives were developed without consideration of fiscal constraints.

Summary of Vision and Goals of the Public Transportation System

Vision
The vision of the future Public Transportation System in Colorado Springs is that transit will become a fully functional mode of travel in Colorado Springs, providing mobility, connectivity and easing the impacts of traffic congestion.

System Methodology Goal
Three Tier public transportation system

- Tier I – Collector Buses
- Tier II – Express Buses
- Tier III – Rapid Transit System

Functional Goals

- Design a transit system that corresponds with the land use and travel patterns of the community
- Move transit faster and more efficiently
- Create a transit system that aids in the economic development near the transit stations and along the transit routes
- Develop a Public Transportation System to improve linkages throughout the community
- Quality of Service Level

RECOMMENDATIONS FOR PUBLIC TRANSPORTATION

Preferred Option
The preferred recommendation is based upon the creation of a funding source that is dedicated to the development and operation of the transit system. The amount that could be generated from this funding source is estimated at $18-19 million. Each of the dedicated funding sources, discussed in Section 4.2 of the transit plan, would generate enough funding to develop and operate the preferred future transit system option.

The preferred option recommendation calls for a Three-Tier transit system (see attached map Exhibit A 2025 Map-Preferred Transit System).

- For Tier I - We recommend the hybrid grid/multi-node system with up to 106 buses.
  - There would be a grid system in the core of the community with feeder buses in the suburban areas.
  - Saturday and Sunday service would be included in this system (totaling about 25,000 hours annually).
  - The Tier I system is estimated at about 200,000 service hours annually.
  - For Tier II - We recommend an express bus system with 20 to 22 buses and up to 16 park and ride lots/multi-modal stations. The express bus system would only operate during peak times, with about 20,000 service hours annually.
    - **The Pikes Peak Regional Park & Ride Lot Plan (March 2003) prioritized the top 16 locations for proposed Park & Ride lots. The first phase includes the planning and construction of the 12 locations identified below. The other four Park & Ride lot locations are going to be developed in a later phase.**
    - **Phase One Locations:**
      - **Powers Boulevard and Woodmen Road**
      - **I-25 and Northgate Road (Air Force Academy)**
      - **US 24 at Meridian (in Falcon)**
      - **Powers Boulevard and Barnes Road (Sky Sox Stadium)**
      - **Baptist Road and I-25 (near Monument)**
      - **Powers Boulevard and Constitution Avenue**
      - **Shoup Road and Black Forest Road**
      - **Shoup Road and CO 83**
      - **Burgess Road and Black Forest Road**
      - **Black Forest Road / Woodmen Road / Templeton Gap Road**
      - **Academy Boulevard (CO 83) and I-25 (Pikes Peak Community College)**
      - **US 85 / I-25 and SH 16 (Widefield / North Fountain)**

- For Tier III - We recommend a Bus Rapid Transit (BRT) system with 20 buses on four rapid transit lines. The BRT would operate during both peak and non-peak times, with about 42,000 service hours annually.
- The total service (revenue) hours for the transit system would increase to about 263,000 hours annually. This is an increase of 80% over the existing system. For the paratransit system (Springs Mobility), the system would increase to over 60,000 revenue hours annually, as the paratransit system would match the expansion of the fixed route system. In 2025, the total service (revenue) hours for the system would be about 323,000 hours annually.

Alternative Option

The alternative plan recommendation is not based on the development of a special dedicated funding source, but rather on innovative financing and local funding from the general fund. The increase in funding comes from regional and local funding, partnerships/Eco-Pass Program, and fare box revenues.

The alternative plan's system is similar to that of the preferred plan, but at a lower level of service with fewer buses / fleet vehicles.

- Tier I contains 80 to 85 buses. This increase from the present 55 buses to the future 80 to 85 buses is spread out over the next 25 years.
  - The service hours, including some weekend service, total 176,000 hours.
  - The paratransit service hours are estimated at over 70,000 hours annually.
- Tier II of the plan utilizes 20 to 22 express buses and up to 16 multi-modal and park & ride stations, which operate only at peak times, for a total of 20,320 annual service hours.
  - **The Pikes Peak Regional Park & Ride Lot Plan (March 2003) prioritized the top 16 locations of proposed Park & Ride lots. The first phase includes the planning and construction of the 12 locations identified below. The other four Park & Ride lot locations are going to be developed in a later phase.**
  - **Phase One Locations**
    - **Powers Boulevard and Woodmen Road**
    - **I-25 and Northgate Road (Air Force Academy)**
    - **US 24 at Meridian (in Falcon)**
    - **Powers Boulevard and Barnes Road (Sky Sox Stadium)**
    - **Baptist Road and I-25 (near Monument)**
    - **Powers Boulevard and Constitution Avenue**
    - **Shoup Road and Black Forest Road**
    - **Shoup Road and CO 83**
    - **Burgess Road and Black Forest Road**
    - **Black Forest Road / Woodmen Road / Templeton Gap Road**
    - **Academy Boulevard (CO 83) and I-25 (Pikes Peak Community College)**
    - **US 85 / I-25 and SH 16 (Widefield / North Fountain)**

- Tier III uses a three-bus rapid transit line with a total BRT fleet of 15 buses, which operate only at peak times, for a total of 15,240 annual service hours.
- The total revenue hours are increased to 195,560 hours annually. This is an increase of 35% over the existing system. Paratransit revenue hours are increased by 40,000 to the fixed route system, for a total of 235,000 hours in the year 2025.

Status Quo Option

The status quo option maintains the existing level of service into the future. The funding source for this option also remains the same into the future, with funding levels based upon the present dollar value. In order to maintain the present level of service into the future, funding levels must increase with Operation & Maintenance (O & M) costs to keep up with the rate of inflation.

The status quo option maintains the hub & spoke system with no increase in service. The system keeps the same routes and headways. There is no improvement or development of higher tiers as in the preferred and alternative options.

- The status quo system maintains the present 24 daily routes and seven night routes. There is no Sunday service.
- The fleet inventory stays at the present level of 55 buses with 40 to 48 buses in daily service.
- In this option, there is no expansion of Tier I or development of Tiers II and III.

The status quo plan would include some improvements to the existing system in terms of infrastructure. The improvements to infrastructure would improve the level of service without increasing O&M costs. The projects and programs that can be developed, mainly by using 5307 transit funding, such as park and ride lots, bus lanes, bus bays, and an Intelligent Transportation System (ITS) bus system. The total revenue hours for the status quo plan would be 145,000 hours annually. The paratransit service hours will remain the same. The total system service hours would be about 170,000 in the year 2025.

The Park & Ride lots to be developed in the Status Quo Option are listed below. These locations are detailed in the Pikes Peak Regional Park & Ride Lot Plan (March 2003).

- **Site Locations:**
  - **Powers Boulevard and Woodmen Road**
  - **I-25 and Northgate Road (Air Force Academy)**
  - **Powers Boulevard and Barnes Road (Sky Sox Stadium)**
  - **Baptist Road and I-25 (near Monument)**
  - **Powers Boulevard and Constitution Avenue**
  - **Black Forest Road / Woodmen Road / Templeton Gap Road**
  - **Academy Boulevard (CO 83) and I-25 (Pikes Peak Community College)**

Project Recommendations

- Tier I Recommendations
  - Conduct implementation plans to move from a hub & spoke system to a grid system within the core part of the metro area
  - Develop loop or hop bus routes in the community's suburban areas that connect with the grid system
- Tier II Recommendations
  - Conduct a study on the implementation of express bus service and park and ride lots throughout the community
  - **Develop the Park & Ride lots per the Pikes Peak Regional Park & Ride Lot Study (March 2003)**
- Tier III Recommendations
  - Conduct a study on rapid transit corridor needs assessment
    - alternative analysis
    - alignment
    - preliminary engineering
- Conduct a study on the interconnection between Colorado Springs and the other Front Range cities by way of rapid transit

System Wide Project Recommendations

- Develop plans for innovative financial tools, such as dedicated funding, user fees, impact fees, and vehicle registration fees, to finance the future transit system.
- Create an Eco-Pass program that includes employers, colleges, and neighborhoods (homeowner associations).
- Conduct an enhancement plan for the present and future transit systems in order to achieve the linkage goal and the quality of service goal.
- Perform a study that identifies future CMAQ projects from the Long Range Plan.

- Conduct a study regarding an ITS bus system needs assessment
  - alignment
  - preliminary engineering

Summary

After reviewing the demographics and the future growth of the Colorado Springs area in terms of not only population but congestion and pollution, we need to develop a transportation system that is balanced for all modes of travel in order to maintain our quality of life in the Colorado Springs area. The plan examines ways that we could improve the transit system in order to achieve many of the community's goals. The three options in the Long-Range Plan identify methods and projects that can be used to aid in creating a more balanced transportation system.

PUBLIC WORKS

04-28

CITY OF COLORADO SPRINGS

DATE: February 12, 2004

TO: Lorne C Kramer, City Manager

FROM: Ronald L. Mitchell, Public Works Director
Sherre Ritenour, Transit Services Division Manager

SUBJECT: Amendment to the Intermodal Transportation Plan to Include Recommended Park & Ride Lots

SUMMARY: The Transit Services Division (TSD) requests City Council's approval of an amendment to the Intermodal Transportation Plan (ITP) to include the Park & Ride lots identified in the Pikes Peak Regional Park & Ride Lot Study (PRLS). The Study, completed in March 2003, was funded by the City of Colorado Springs, El Paso County, and the Pikes Peak Area Council of Governments (PPACG) The goal of the PRLS was to identify approximately five top priority sites for Park & Ride lot development within the next 10 to 15 years. The Study inventoried the present and future needs of the community for public transportation along with vanpool and carpool demands, and outlined the necessary steps to develop projects to meet those needs. The proposed ITP amendment is outlined in Exhibit A of the attached Ordinance

A three-step process was used to identify and evaluate the Park & Ride locations and select the most attractive locations for implementation. The three phases of the process included:

- Phase 1: Project Initiation and Data Collection – June through August 2002
- Phase 2: Preliminary Evaluation – September through October 2002
- Phase 3: Final Evaluation and Site Selection – November through December 2002

The Study contains the following information:

- Purpose of the Park & Ride lots
- Identification of community needs and demographics
- Travel demand and employment centers
- Financial needs and requirements of the recommendations
- Possible locations (areas) for the top selected Park & Ride lots

A copy of the Final Technical Memo with recommendations and maps of locations may be obtained by contacting Michael Felschow at 385-5439.

PREVIOUS COUNCIL ACTION: None.

BACKGROUND: The PRLS is a recommendation of the 2025 Long-Range Public Transportation Plan (PTP), which is a required element of the 2025 Regional Transportation Plan (RTP) and a component of the ITP. The following is the timeline of events that led to the final approval of the PTP:

- November 14, 2001 – the PPACG Urban Area Policy Committee (UAPC) approved the 2025 RTP This plan included the draft PTP as an Appendix and included projects to implement the PTP.
- May 13, 2002 - the PTP was presented to City Council.
- August 13, 2002 - City Council amended the ITP to include the PTP.
- November 4, 2003 - the Citizens' Transportation Advisory Board (CTAB) unanimously agreed to recommend that City Council approve this amendment.
- December 4, 2003 - the City Planning Commission (CPC) unanimously agreed to recommend that City Council approve this amendment

Details on the justification of the ITP and its conformance with the Comprehensive Plan are outlined in attached Comprehensive Plan Goals and Policies. CTAB, which was created to advise City Council on multi-modal transportation issues, reviewed the proposed PRLS and recommended that it be amended into the ITP.

FINANCIAL IMPLICATIONS: The PRLS projects were developed with fiscal constraints in mind, in that the projects could be funded under reasonable assumptions of present and future funding levels (local, state and federal). In the PTP, 15 Park & Ride lots were identified for funding over the next 25 years. In the 2025 RTP, Federal Transit Administration (FTA) and Federal Highway Administration (FHWA) funding is allocated for the Park & Ride lots over the planning horizon.

BOARD / COMMISSION RECOMMENTATION: The proposed ITP amendment was reviewed and approved by the CTAB at its meeting on November 4, 2003 with the following motion as reflected in the meeting minutes:

> *Joe Henjum made a motion that CTAB recommend to City Council approval of the proposed Park and Ride Lot Study as an amendment to the City's Intermodal Transportation Plan. Peter Martz seconded, and the motion passed unanimously.*

The proposed ITP amendment was also reviewed and approved by the City of Colorado Springs Planning Commission at its meeting on December 4, 2003. The decision of the Planning Commission is reflected in its Record-of-Decision with the following motion:

> *Commissioner Obering moved approval of Item 7, CPC MPA 02-101-A1(03) amendment to the Intermodal Transportation Plan as submitted. Commissioner Shuttleworth seconded. The motion passed 8-0.*

The Planning Commission agenda for Item 7 and the Record-of-Decision are attached for further reference.

STAKEHOLDER PROCESS: An extensive public involvement process was carried out during the development of the PRLS in order to identify public issues and concerns. This process included the formation of a technical team comprised of City and regional planning partners, two public meetings, and the distribution of three newsletters throughout the community. During the public meetings, the participants reviewed the Park & Ride lot options in order to provide feedback on the viability of the options. An additional stakeholder meeting was held on August 27, 2003 in order to gather further comments on the recommended areas for future Park & Ride lots. For details on the ITP planning process, please see the attached Comprehensive Plan Goals and Policies. A summarized list of public comments may be obtained from Michael Felschow at 385-5439.

ALTERNATIVES: Not approving this amendment to the ITP may result in the inability of the City to purchase land for developing the Park & Ride lots recommended in the RTP. In addition, there could be an estimated $4.3 million loss of federal funds over the next six years (2004 to 2009).

RECOMMENDATION: The Transit Services Division (TSD) recommends that City Council approve the substantive content of the proposed ITP amendment as presented (underlined and bolded) in Exhibit A to the Ordinance. Approval is subject to revisions for improving the format, correcting inaccuracies, and clarifying the presentation of the material for a final document.

PROPOSED MOTION: The TSD proposes that City Council move to adopt the attached Ordinance to amend the ITP.

Attachments

c Craig Blewitt, Transportation Planning Manager
Dave Nickerson, Deputy City Manager

COMPREHENSIVE PLAN GOALS AND POLICIES

Planning and Mobility

Objective T 1: Transportation Planning and Mobility
Plan the City's transportation system to meet the present and future mobility needs of the community in a safe and efficient manner. Planning of the system will achieve a balance between improving mobility, increasing efficiency, maintaining safety and minimizing adverse impacts on adjacent areas.

Surveys conducted during the period 1995-1999 have shown that traffic congestion remains the number one concern of Colorado Springs residents. The pace of growth of our community has increased traffic congestion and impacted neighborhoods with cut-through traffic. Opportunities for expanding the roadway system within established areas of the city are limited. Therefore, increased efficiency in the use of the existing network and an emphasis on increased mode choice and access are warranted.

Establish a link between land use and the transportation facilitates and services needed to support growth. The land use vision established in the Plan helps identify and develop transportation policies, and strategies. For example, increasing opportunities for mixed land uses may reduce the number or length of automobile trips for some residents, or provide the choice of walking, bicycling or taking transit to accomplish the same errand.

Policy T 101: Transportation System Planning
Cooperatively plan, develop and maintain safe and efficient transportation system to meet the present and future mobility needs of the community.

Strategy T 101a: Identify Long-term Needs
Identify the major facilities and rights-of-way needed to meet the long-term needs of the City and region.

Strategy T 101b: Utilize Functional Hierarchy
Base the roadway system upon a functional hierarchy of residential and collector streets, minor and major arterials, freeways and expressways. Decisions concerning speed, delay, and access control should be consistent with this hierarchy.

Policy T 102: Transportation System Goals
Provide for the safe and efficient movement of people, goods and services throughout Colorado Springs consistent with the land use policies and forecast growth. Provide all modes of transportation so that each mode (single-occupant vehicle, multi-occupant auto, pedestrian, bicycle, public transit, and freight) has an opportunity to be utilized and there is a reasonable choice among modes for travel needs.

Strategy T 102a: Create a Balanced System
Develop an integrated transportation system that includes a choice of modes and provides safe and convenient connections between modes.

Strategy T 102b: Utilize Travel Forecasts
Use travel forecasts in determining facility and system needs. Coordinate data on a regional basis.

Strategy T 102c: Develop and Apply Level of Service Standards
Develop level of service standards for pedestrians, bicycles, high occupancy vehicles, transit and freight, and include them in system planning, infrastructure planning, land use decisions and the development review process.

Strategy T 102d: Identify and Plan Transportation System Needs
Identify and plan for infrastructure needs, including required facilities, location of appropriate transportation corridors and transfer points, and additional right-of-way to develop a multi-modal transportation system. Utilize the Inter-Modal Transportation Plan and Major Thoroughfare Plan as the primary tools for this work.

Strategy T 102e: Infrastructure and Service Provision
Provide all transportation facilities and services are provided within a reasonable time frame of development.

Strategy T 102f: Right-of-way Reservation and Dedication
Require advance right-of-way reservation and dedication for transportation and utilities facilities through the land development process.

Strategy T 102g: Street Design Criteria
Develop and utilize street design criteria to support multi-modal uses, with design elements reflecting the nature and scale of the adjacent land uses.

Strategy T 1012h: Transportation System Improvement Considerations
Address the following when considering proposed transportation improvements:

- Traffic demand by mode;
- System mobility;
- Vehicular, pedestrian and bicycle safety;
- Preservation of neighborhood character;
- Ease of traffic operations and traffic circulation patterns including efficient signalization, parking, and access management;
- Protection of natural and historic resources;
- Utility, stormwater, and other facility needs;
- Energy conservation; and
- Maintenance costs.

Policy T 103: Transportation System and Land Use Pattern
Develop a land use pattern and a transportation system that are mutually supportive. Enhance access to housing, jobs, schools, goods and services, shopping, and recreation through the joint planning of land uses and transportation. Link sites used for living, working, shopping and recreating and make them accessible via transit, bike, foot and car.

Strategy T 103a: Integrate Mixed Land Use
Provide opportunities for mixed land uses to afford proximity choices for working, shopping, recreational and other activities. Encourage a variety of uses in activity centers, commercial centers, employment centers, regional centers and corridors.

Strategy T 103b: Link Neighborhoods with Citywide Transportation System
Plan and design attractive, safe and efficient access and mobility for transit, vehicles, pedestrians and bicycles to link neighborhoods with community planning areas and the city as a whole.

Strategy T 103c: Improve Pedestrian and Transit Opportunities
Introduce sidewalks and paths between the buildings and through the parking lots in activity centers to provide opportunities for pedestrian use. Direct linkages to regional transit and local bus routes will be made.

Strategy T 103d: Incorporate Land Use and Traffic Planning in Development Review
Identify and address traffic issues in land use proposals. Avoid access to new businesses through established residential neighborhoods. Resolve traffic issues prior to granting project approval.

Policy T 104: Coordinate Planning
Cooperatively plan and implement all elements of the transportation system in coordination with citizens, adjoining jurisdictions, adjoining counties, the Colorado Department of Transportation, the Pikes Peak Area Council of Governments, public and private schools and the transit agencies that provide service in and to the City. Prioritization of facility improvements will be coordinated among jurisdictions to implement the Regional Transportation Plan. Incorporate the impacts of existing and forecast population and employment generated outside the City in traffic analysis.

Strategy T 104a: Utilize Public Participation
Encourage, promote and facilitate proactive citizen participation to help identify long-term mobility needs at the neighborhood, community, city and regional levels.

Strategy T 104b: Integrate the Regional and Local Transportation Systems
Plan, design and implement a transportation system, including services and facilities that supports the integration of the regional and local transportation networks. Facilitate access to the system for vehicles, pedestrians, bicyclists, mass transit services, and persons with disabilities. Incorporate the transportation needs of public and private schools in system planning. Coordinate planning and implementation with federal highway, railroad and air transport authorities.

Strategy T 104c: Participate in Regional Council of Governments
Participate in regional transportation planning through the Pikes Peak Area Council of Governments, including the allocation of state and federal funding for member governments.

Strategy T 104d: Monitor Implementation
Monitor, evaluate and revise the Intermodal Transportation Plan, the Subdivision Policy Manual; and Public Works Design Manual to implement the Comprehensive Plan and to periodically reassess the Comprehensive Plan's vision. Identify, develop, and use any additional measures needed to ensure implementation.

Livable Communities

Objective T 2: Maintain Livability
Consider possible adverse impacts to the livability of the City when evaluating changes to the transportation system. Review of development proposals will include the impact of potential development on existing neighborhoods and the transportation system. Design transportation facilities to achieve visual compatibility with adjacent land areas and to minimize impacts on the natural environment. Minimize the disruption to neighborhoods when transportation facilities are developed. Encourage mobility choices that provide more options for traveling and reduce congestion.

Policy T 201: System Improvements will be Compatible with Other Uses
Implement transportation system strategies to improve quality of life and protect the environment. Plan, design, construct and maintain the transportation system to improve mobility choices and access to jobs, shopping and recreation. Implement system improvements appropriate in design and scale to the land uses in the area where they are located. Ensure the precedence of neighborhoods over the automobiles that drive through them.

Strategy T 201a: Ensure Transportation System Compatibility with Adjacent Uses
Design new transportation facilities and enhance existing transportation facilities to be compatible with adjacent land uses. Include neighborhood participation in design and implementation of these projects.

Strategy T 201b: Develop an Environmentally Compatible Transportation System
Plan, develop and implement a transportation system that protects and enhances air and water quality, protects and enhances scenic routes and vistas, and minimizes noise impacts on residential areas. Evaluation of major roadway projects will include analysis of noise and air quality impacts on adjoining land uses.

Strategy T 201c: Noise Abatement
Design and construct roads, bridges, and other transportation facilities to minimize adverse noise impacts and work to reduce excessive noise levels. Use paving and surfacing materials that minimize noise.

Strategy T 201d: Enforce Neighborhood Speed Limits
Enforce neighborhood speed limits of 25 miles per hour to reduce accidents, reduce noise impacts and improve neighborhood safety. Strategies could include use of photo radar or speed sensitive traffic signals.

Strategy T 201e: Bicycle and Pedestrian Safety Designed pedestrian and bicycle facilities, including sidewalks, on-road lanes, off-road trails, connections, crossings, signals, and bridges to facilitate movement in a safe and efficient manner. Facilitate convenient and safe bicycle and pedestrian movement at crossings and traffic signals.

Strategy T 201f: Roadway Beautification
Conduct and implement a citywide street beautification plan. Design residential streets that minimize road mat width and include detached sidewalks, landscaping and adequate pedestrian crossings to enhance neighborhoods. Maintain and protect existing landscaped medians. Include landscaped medians or side parking in new street design. Design streetlights for pedestrian use and to complement neighborhood character. Place utility boxes, cable boxes and similar facilities as unobtrusively as possible, with consideration for operability and safety.

Strategy T 201g: Recognize Neighborhood Character
Plan, develop and implement a transportation system that enhances the livability of residential neighborhoods. Recognize the importance of and contribution to neighborhood identity and integrity by protecting and improving the quality of life within neighborhoods, while at the same time facilitating the movement of pedestrian, bike and vehicular traffic. Include traffic calming and pedestrian safety in transportation projects located within neighborhoods.

Strategy T 201h: Streetscape and Neighborhood Creation and Preservation
Develop streetscape design criteria that consider the elements essential to the creation and preservation of neighborhood character, including trees, medians, parkways, scenic vistas and the relationship between homes and roadways. Incorporate historic elements such as landscaping, medians, smaller turning radii and narrower configurations in historic neighborhoods. Incorporate design criteria fostering neighborhood livability in all new development and redevelopment.

Policy T 202: Improve Mobility with Multi-Modal System
Plan and develop an integrated all-mode transportation system. Facilities and services will jointly serve all modes while respecting and maintaining the integrity of existing neighborhoods. Support and implement alternative modes and facilities to help maintain and increase Colorado Spring's attractive quality of life.

Strategy T 202a: Improve Mobility Options
Develop a transportation system that increases mobility options, including alternative ways to travel and strategies to manage demand.

Strategy T 202b: Transportation and Land Use
Provide mobility choices for City residents, visitors and businesses in support of the City's land use and development visions, objectives and policies.

Strategy T 202c: Incorporate Non-motorized Transportation Facilities
Incorporate non-motorized transportation facilities into the planning and construction of general transportation improvements, including road construction, bridge construction, subdivision development and new transit systems.

Strategy T 202d: Integrate Transit System
Integrate transit planning in land use planning, transportation system planning and prepare necessary transit plans, policies, guidelines and standards for incorporation in the Intermodal Transportation Plan. Develop a transit system that is an attractive and realistic alternative to driving.

Strategy T 202e: Provide Safe and Convenient Connections between Modes
Develop connections between transportation modes so people can easily move from mode to mode. Include connectivity features such as bus racks on buses and pedestrian walkways between transit stops and surrounding land uses.

Policy T 203: Travel Demand Management
Undertake efforts to reduce demand for travel, particularly single-occupant vehicular travel through Travel Demand Management. Reduce congestion generated by peak hour single-occupant commuting. Work cooperatively with employers to develop a transportation demand program that promotes and facilitates flexible hours and the use of transportation modes other than single-occupant vehicles.

Strategy T 203a: Utilize Travel Demand Management
Work cooperatively with citizens, employers and other agencies to reduce peak hour single-occupant commuting. Include strategies such as ridesharing, telecommuting, electronic communications, variable workweeks and flextime.

Strategy T 203b: Encourage the Use of Alternative Transportation Options
Promote pedestrian and bicycle transportation as modes of travel, not just recreational activities. Develop programs and infrastructure to encourage the use of high occupancy vehicles (HOVs), such as buses, vans and carpools. Support education programs to increase the public's awareness of the benefits of alternative transportation methods. Recognize and coordinate efforts locally, regionally and statewide to advance Transportation Demand Management strategies.

Strategy T 203c: Monitor Use of Alternative Modes
Monitor the use of alternative transportation options. Continue to refine policies and programs to support the use of such travel options.

Implementing Transportation Projects

Objective T 3: Transportation System Implementation
Implement the planned transportation system in a cost-effective manner, utilizing fair and efficient funding methods. Base maintenance and planned improvements to the transportation system upon revenues reasonably expected to be available.

Significant parts of the City's transportation system have yet to be built and available resources to address the increasing demands are limited. In order to maintain and improve the level of service of the transportation system, long-range planning will become increasingly important and new types of stable revenue sources will have to be identified.

Policy T 301: Prioritize Improvements
Utilize SCIP and the Strategic Network of Long-range Plans to identify and prioritize transportation improvements to balance long-term mobility needs with fiscal capacity.

Strategy T 301a: Transportation Improvements Plan
Use the planning process for transportation improvements to evaluate and prioritize capital needs and financing options.

Strategy T 301b: Protect Previous Transportation Investments
Protect previous investments and ensure efficient use of the road system by giving high priority to operational maintenance, safety improvements, and capacity improvements that are cost-effective projects (such as signalization upgrades, adding turn lanes, and signage) and increased level of service.